

***Criminal Justice Commission  
2004 Board Members***

***Judge Kathleen Voor Montano, Chair***  
Jefferson Circuit Court

***David Stengel, Vice Chair***  
Jefferson Commonwealth's Attorney

***Jerry E. Abramson***  
Mayor – Louisville Metro

***Kim Allen***  
Secretary, Cabinet of Public Protection

***Irv Maze***  
Jefferson County Attorney

***Colonel John Aubrey***  
Jefferson County Sheriff

***Colonel Robert White***  
Chief, Louisville Metro Police

***George DeTella***  
Director, Louisville Metro Corrections

***Debora McGill***  
Director, Office of Probation & Parole

***Clarence Williams, Jr.***  
Director, Youth Detention

***Marjean Martin***  
Director, Jefferson County Pretrial Services

***Daniel Goyette***  
Exec. Dir., Jefferson County Public Defender

***Kelly Downard***  
President, Metro Council

***Tim Vize***  
Court Administrator

***David Huber***  
U.S. Attorney, Western District of Kentucky

***Gary Oetjen***  
Drug Enforcement Administration

***David Elder***  
Federal Bureau of Investigation

***Karl Stankovic***  
Alcohol, Tobacco, and Firearms

***Judge James Shake***  
Chief Judge, Jefferson Circuit Court

***Judge Donald E. Armstrong, Jr.***  
Chief Judge, Jefferson District Court

***Judge Stephen George***  
Chief Judge, Jefferson Family Court

***Representative Joni Jenkins***  
Chair, Jefferson County Legislative Delegation

***Sheriall Cunningham***  
Director, Mental Health Association

***Tony Miller***  
Jefferson Circuit Court Clerk

***Citizen Appointees***  
***Reverend Charles Duncan***  
***Steve Jenkins***  
***Richard Lewis***  
***Robert Schmitt***  
***Roger Henderson***  
***Louis Willis***

# 2004 Annual Report

March 2005

## ***Louisville Metro Criminal Justice Commission***

*514 West Liberty Street, Suite 106  
Louisville, Kentucky 40202  
(502) 574-5088*



## **To Our Readers**

On behalf of the Louisville Metro Criminal Justice Commission, we are proud to introduce the 2004 Annual Report documenting the scope of the Commission activity over the past year. As this Annual Report will describe, the Commission has enjoyed a number of significant achievements this year. However, what we are particularly proud of, and what we believe will be of enduring value, is our role as a catalyst for change in the criminal justice and public safety community. Our challenge has been to undertake some of the most critical systemic challenges; to research and to develop innovative solutions; and to work with policy makers across the community to effect change.

Louisville Metro's criminal justice and public safety community is a complex framework comprised of numerous independent jurisdictions and self-governing elected officials outside the purview of Louisville Metro Government. Building consensus among these entities and officials has been a critical part of the Commission's role. Our cooperative efforts at the local, State, and federal levels are evident in the Commission programs and achievements, highlighted in this Annual Report. This cooperative approach is evidenced by the Commission's assistance with or direct applications for criminal justice, public safety, and Homeland Security grants that resulted in Louisville Metro's receipt of nearly \$17 million.

We would like to express our appreciation to members of the Criminal Justice Commission Board, the staff, and all criminal justice, public safety, and other governmental representatives who contributed time and energy to the work of the Commission. The Commission looks forward to continuing its cooperative efforts to enhance the operation of our local criminal justice and public safety community.

Judge Kathleen Voor Montano  
Chair

David L. Nicholson  
Executive Director

**MISSION - To improve the administration of justice through planning, research, and system-wide coordination of criminal justice initiatives.**

The general purpose and function of the Louisville Metro Criminal Justice Commission as delineated in the Louisville-Jefferson County Metro Government Code of Ordinances, Title III, Chapter 32.730 includes, but is not limited to, the following:

1. To collect and analyze data on the incidence and nature of crime in this community and assess the impact of criminal activities upon the citizens and resources of the community.
2. To evaluate the capacity of criminal justice and public safety agencies through a careful study of existing laws, practices, and institutions, to recognize their areas of strength and weakness, and to formulate proposals to maintain the former and correct the latter.
3. To make and publish, from time to time, meaningful, documented, factual recommendations as will be of assistance to all levels and branches of government in meeting its responsibilities in the area of criminal justice, public safety and crime prevention.
4. To responsibly stimulate community interest in the problems of criminal justice, public safety and crime prevention.
5. To develop and recommend to the proper criminal justice and public safety authorities programs to enhance public safety, and, when possible, to secure and administer state or federal funds for specific projects.
6. To recognize the authority and responsibility of criminal justice and public safety agencies as the proper areas of administration.

**HISTORY - Established in December 1967, the Louisville Metro Criminal Justice Commission has been in continuous operation for more than 37 years, making it one of the oldest criminal justice planning agencies in the country.**

The Commission is responsible for criminal justice and public safety planning, research, and system-wide coordination and collaboration. The Criminal Justice Commission is a 30-member Board comprised of key local, State, and federal criminal justice and public safety representatives, Metro government officials, as well as citizens representing the Community.

The benefits of effective planning are numerous and include improvements in coordination and cooperation; a multidisciplinary analysis of criminal justice and public safety issues, programs, and services; and an evaluation of the overall quality of justice. In addition, comprehensive planning provides more effective allocation of resources, the establishment of clear goals, objectives, and priorities, and ultimately results in enhanced service and increased public confidence in the system.

Through its planning and coordination role, the Commission Board and staff attempt to support the local system's ability to administer justice and public safety in a cost-effective, equitable, and efficient manner.

Most importantly, the Commission has provided the community with an impartial forum for discussing pressing issues, most of which require a systemic and coordinated approach to effect change. Coordinated approaches cannot occur without this *neutral forum* that allows agencies to work together to create solutions. These solutions are formulated into policy decisions that complement the systemic efforts of the whole.

## New Projects Updates

The Criminal Justice Commission's responsibilities and mission of criminal justice, public safety, and Homeland Security coordination and facilitation efforts, have continued and are reflected in the New Project Updates below. Through its planning, research, and system-wide coordination role, Louisville Metro benefited with staff support and assistance to new projects and the receipt of nearly \$17 million in project funds.

**EMS TRANSITION COMMITTEE** - The Emergency Medical Services (EMS) Transition Committee was formed by Mayor Abramson once the determination was made that a third service model would be implemented for emergency services in Louisville Metro. The Committee was formed to develop detailed recommendations to consolidate existing EMS services into a new Louisville Metro EMS Department. As part of the process, the committee examined existing operations, and gathered information and data to assist in the development and implementation of a medically driven third service agency. As part of the consolidation process, a HazMat/Technical Rescue Committee was formed to review consolidation issues as they related to the function of specialty teams and to develop a recommended plan for coordinating the delivery of services between Louisville Fire & Rescue and the Jefferson County Fire Service. Dr. Neal Richmond was hired as the Chief Executive Officer (CEO) of the Louisville Metro EMS in November 2004. Since he assumed his position and is moving forward in developing a strategic plan for the new agency (based upon the information and foundation laid by the Transition Committee), the Transition Committee is now serving in an advisory capacity on an as needed basis.

**JUSTICE REINVESTMENT PROJECT** - Louisville Metro received a six-month \$50,000 planning grant from the Open Society Institute to develop a strategy and comprehensive plan for enhancing the re-entry of released prisoners coming back into the community. Mayor Abramson charged the Justice Reinvestment Project Advisory Board with reviewing national best practices, examining data, and developing an integrated strategy to better serve this population. Subcommittees have been formed to collect data on the number and types of prisoners being released and the types of services this population requires. A pilot project will be designed to coordinate and develop an integrated plan consisting of the existing community, local and State government resources. The JRI project is a great opportunity for Louisville Metro to offer assistance and serve this population in a more effective way while working to reduce crime.

**FIELD RELEASE PROJECT** - With funding from the Department of Juvenile Justice, the Commission recently convened a Field Release Planning Team to develop, implement, and evaluate a field release pilot project. The Planning Team is working in partnership with the Disproportionate Minority Confinement Advisory Board. Its scope is to develop a pre-detention diversion program, aimed at minimizing the unnecessary confinement of juveniles.

**UASI GRANT** - As part of the Criminal Justice Commission's objective to assist in the submission, coordination, and management of public safety and Homeland Security Grants, Commission staff became the fiscal and programmatic managers of Louisville Metro's \$8.9 million Urban Area Security Initiative Grant from the Office of Domestic Preparedness, Department of Homeland Security. This grant funds twelve multi-agency and multi-disciplinary projects across local Louisville Metro Government and the community including health, public safety communications, information technology, fire and rescue, and police initiatives. These projects were developed to enhance Louisville Metro's ability to prevent, respond to, and/or recover from a critical homeland security event. It is hoped that our community will receive a second round of this funding in 2005 to aid local responders in preparedness.

## Updates of Existing Projects

### DISPROPORTIONATE MINORITY CONFINEMENT

**(DMC) GRANT** - Louisville Metro has been working with the Department of Juvenile Justice and the W. Haywood Burns Institute since July 2003 to address disproportionate minority confinement. The DMC Advisory Board is implementing the Burns Institute data-driven model by collecting and analyzing secure detention data. As part of the process, the Board chose two local neighborhoods, Newburg and California, to focus its efforts. In the fall of 2004, both neighborhoods conducted community mapping projects consisting of neighborhood youth and adults physically walking the neighborhood and documenting its assets and deficits. The mapping is a unique aspect of the Burns Institute process as it is typically unusual for a systems reform process to engage youth and community members in this way. The Criminal Justice Commission primarily provides staff support and serves as the liaison to the Department of Juvenile Justice for statewide DMC efforts. Beginning in 2005, the Advisory Board's work will focus on developing recommendations and implementation.

### ***Updates of Existing Projects - Continued***

**METROSAFE** – Staff continued to support many aspects of the MetroSafe initiative. The primary goal of this program is to enable the ability of all public safety agencies within Louisville Metro and surrounding jurisdictions within Jefferson County to talk across disciplines and jurisdictions via radio communications systems and to exchange voice with one another on demand, in real time, when needed. A secondary goal is to create a communications network gateway for public safety as well as public service entities to interconnect to surrounding counties and State and federal agencies. Commission staff acts as Team Leaders for three MetroSafe projects: Facilities, Operations, and Regional Interoperability. In addition, staff is aggressively pursuing grant opportunities to help fund many segments of the overall MetroSafe program. Louisville Metro Government purchased the former Federal Reserve Bank building to be used as MetroSafe's primary operations center.

#### **TARGETED COMMUNITY ACTION PLANNING GRANT -**

Louisville Metro is one of seven Targeted Community Action Planning (TCAP) sites to receive technical assistance from the Office of Juvenile Justice and Delinquency Prevention. TCAP assesses community specific juvenile justice and delinquency prevention needs and assists in developing a targeted response to the most critical issues identified by community leaders. The Newburg neighborhood was selected as the pilot site. TCAP consultants were responsible for collecting and analyzing juvenile justice system data, and conducting interviews with key community leaders and neighborhood youth in 2004. During 2005, TCAP will move into the response development and implementation phase.

**JAIL POLICY COMMITTEE** – Continued to participate in and provide staff support to the Committee. Criminal justice practitioners have attempted to monitor the local jail population, but need assistance to identify all of the contributing factors or to identify immediate responses that may be effective in reducing crowding. Therefore, Louisville Metro Government requested and received on-site technical assistance from the National Institute of Corrections to aid in reviewing and developing systemic approaches to jail population management in Louisville Metro. The assistance helped in developing an ongoing analytical capability to better understand how changes in criminal justice policy impact the use of the jail and what new programs or services may be indicated. This analytical software application is being refined to assist with our data collection and reporting capabilities. The Committee continues to meet regularly to discuss jail population issues.

**WARRANT PROCESS COMMITTEE** - Continued to provide staff and research support to the Commission's Warrant Process Committee. Partnering agencies continued to meet and discuss/recommend options in an attempt to alleviate the backlog of outstanding local warrants as well as improve the process of handling new summonses and warrants. The warrant database maintained within the Commission provides a local repository of information revealing the warrant status within Louisville Metro.

#### **CITIZENS COMMISSION ON POLICE**

**ACCOUNTABILITY (CCPA)** - In early 2003, Louisville Metro Government created the Citizens Commission on Police Accountability (by Ordinance No. 10, Series 2003). The Commission consists of a Chair and ten members appointed by the Mayor and approved by the Metro Council. The scope of the Commission's review is the Louisville Metro Police Department investigative process in police shooting cases and incidents involving loss of life due to police action. The Louisville Metro Criminal Justice Commission provides staff support to the Citizens Commission. During 2004 staff assisted the Commission during its scheduled meetings and the disposition of four Commission cases.

**METROSTAT** – Continued to participate and provide staff support to MetroStat which is a leadership process facilitated by the Criminal Justice Commission in partnership within the Cabinet for Public Protection. The goal of MetroStat is to improve the administration and delivery of Public Protection services and improve the quality of life for citizens and guests of Metro Louisville. MetroStat reports, compiled and analyzed by the Commission, monitor the use of agencies' personnel resources as compared to mission-related agency specific services. Applying methods of accurate and timely information, effective tactics, rapid deployment of resources, and relentless assessment and follow up, the leadership of Public Protection agencies meet regularly to address identified problems, and to discuss resources and strategies used to affect positive changes in trends. The Cabinet Secretary oversees the monthly meetings to allow flexibility, reinforce responsibility and accountability, and encourage cross cabinet coordination to produce results. Monthly results are compared to the previous month, same month previous year, year to date averages, and past year to date averages to thoroughly review and assess trends, and identify what works or does not work to affect identified problems.



### Updates of Existing Projects - Continued

#### DOMESTIC VIOLENCE PREVENTION COORDINATING

**COUNCIL (DVPCC)** - Staff continued to provide assistance to the Louisville-Jefferson County Metro Domestic Violence Prevention Coordinating Council and its three committees, the Interagency Committee, the Mortality Review Committee, and the Children Who Witness Domestic Violence Committee. All Committees meet bi-monthly to address systemic problems and service gaps. These forums have been credited with many positive policy and procedural changes, such as the formation of the Police/Advocate Team Approach and the centralized Domestic Violence Intake Center.

#### The ELDER ABUSE SERVICES COORDINATING

**COMMITTEE**, with staff support from the Criminal Justice Commission, continued its role as facilitator of coordination and collaboration among local elder abuse service providers. During 2004, the Commonwealth's Attorney formed an Elder Abuse and Exploitation Prosecution Unit – further enhancing our local criminal justice systems' continuum of specialized services for this vulnerable population. A grant from the Violence Against Women Office to assist with multi-disciplinary training events has allowed for training to be offered to local police, judges, and other court personnel. In addition, Committee members assisted in the drafting of legislation for the 2005 General Assembly that, if passed, will improve accountability and data collection efforts for those social service and criminal justice system agencies involved in cases of elder abuse, neglect, and financial exploitation.

**PLANNING AND COORDINATING COUNCIL** - Continued staff support to the Kentucky Supreme Court-established Planning and Coordinating Council (PCC). The PCC provides oversight of practice and procedure for the local courts system.

**PROJECT SAFE NEIGHBORHOODS GRANT** - In 2000, the U.S. Attorney, Western District of Kentucky, partnered with local criminal justice system agencies to form a Project Backfire program within Jefferson County. The purpose of this program is to provide consistency and aggressive enforcement of existing laws governing the illegal possession and/or use of a firearm. With the assistance of our local U.S. Attorney, the Criminal Justice Commission has acted as fiscal agent for the federal Project Safe Neighborhoods Grant programs (Task Force and Crime Research Analyst) that have allowed for the continuation/expansion of the Project Backfire programs as well as the implementation of comprehensive multidisciplinary collaborative approaches in response to those who commit firearm-related crimes.

**DATABASE ACTIVITIES** – In addition to the Warrant Database mentioned previously, staff created, updated and modified a database application to support the Project Backfire program relating to the federal Project Safe Neighborhoods grant. The database assists with organizing and maintaining detailed gun-related information in a modern data management system. This database provides a platform for tracking gun-related cases, while maintaining a myriad of data elements and reporting capabilities that are readily available to the system users. The U.S. Attorney, Western District of Kentucky, the Jefferson County Attorney, and the Louisville Metro Police Department use the application.

The **COMPUTERIZATION PROJECTS COMMITTEE** continued meeting to discuss the myriad of criminal justice and public safety computerization projects being implemented, including the *Electronic Citation Project*. This project's goal is the electronic transmission of citation data to local criminal justice agencies. Once completed, all key entities will have the ability to read and share approved data from other information systems.



**CRIME AND JUSTICE SHOW** – In its 23<sup>rd</sup> year of continuous production, six 30-minute episodes of the "Crime and Justice" series were developed, produced by the Fire Training Academy, Louisville Fire and Rescue, and aired on public access Metro TV Channel 25 under the direction of Special Advisor, Tom Atkins. The episodes produced during 2004 included the shows listed below:

Lieutenant Government, Commonwealth of Kentucky  
The Honorable Stephen B. Pence

Kentucky State Police  
Mark L. Miller, Commissioner

Citizens Commission on Police Accountability  
Laura Douglas, Chair

Kentucky Department of Corrections  
John D. Rees, Commissioner

Louisville Metro Corrections Department  
George E. DeTella, Director

Louisville Metro Civil Service Board  
Jeff Prewitt, Director

### ***Staff Committee Membership***

In addition to providing staff service to numerous committees, Criminal Justice Commission staff holds membership in the following committees and subcommittees:

- Jefferson County Drug Court Graduation Committee
- Louisville Metro Alliance for Youth
- Sexual Assault Council
- Kentucky Criminal Justice Council, Unified Criminal Justice Information System Committee
- TRIAD Volunteer Seniors Program
- Jefferson County Domestic Violence Prevention Coordinating Council
  - ◊ Mortality Review Committee
  - ◊ Interagency Committee
  - ◊ Children Who Witness Domestic Violence Committee
- Judicial Reform/Domestic Violence Intake Center Advisory Committee
- Mary Byron Foundation
- Subcommittee on Equity and Justice For All Youth
- Project Safe Neighborhoods Executive Committee
- Kentucky Jail Evaluation Study
- Sex Offender Re-Entry Task Force
- Staff are members of the following organizations:
  - ◊ National Criminal Justice Association
  - ◊ Kentucky Council on Crime and Delinquency, Inc.
  - ◊ National Sheriffs' Association
  - ◊ American Jail Association

### ***Commission Grant Opportunities***

The Criminal Justice Commission staff assisted in the development and submission of numerous State and federal grants that resulted in the receipt of nearly \$17 million in awards (**see following page**). Staff composed the application and/or provided technical assistance to the grants listed below:

- The Louisville Metro Police Department and the Jefferson County Attorney, Edward Byrne Memorial State and Local Law Enforcement Assistance Program
- Jefferson County Sheriff and Jefferson County Attorney Violence Against Women "S.T.O.P."
- Louisville Metro Police Department's Violence Against Women "Grants to Encourage Arrest"
- Jefferson County Attorney Victim of Crime Act (VOCA)
- Louisville Metro Youth Center and Louisville Metro Police Department Juvenile Accountability Block Grant (JAIBG)
- Louisville Fire and Rescue U.S. Fire Administration Grant
- Criminal Justice Commission Project Safe Neighborhoods Task Force Grant, the Targeted Community Action Planning Initiative, Field Release, and the Disproportionate Minority Confinement
- Criminal Justice Commission MetroSafe and Homeland Security Grant activity included: State Homeland Security Grant, State Law Enforcement Terrorism Prevention Grant, Critical Infrastructure Protection, and Urban Area Security Initiative
- Children Who Witness, Safe Start Grant

**LOUISVILLE METRO CRIMINAL JUSTICE COMMISSION  
2004 Grant Research/Submission Assistance**

	<b>Requested *</b>	<b>Cash Match</b>	<b>Date Submitted</b>	<b>Date Awarded</b>	<b>Awarded *</b>	<b>Pending *</b>
<b>Jefferson County Attorney</b>						
Byrne Drug Court	\$104,563	\$34,854	Apr-04		Not Awarded	
Intake Center - VOCA	\$34,744		May-04	Oct-04	\$34,744	
Intake Center - VAWA	\$142,897	\$47,652	Sep-04			X
<b>Subtotal:</b>	<b>\$282,204</b>	<b>\$82,506</b>			<b>\$34,744</b>	
<b>MetroSafe/EMA</b>						
State Homeland Security	\$3,964,800		Jul-04	Oct-04	\$3,062,000	
<b>Subtotal:</b>	<b>\$3,964,800</b>				<b>\$3,062,000</b>	
<b>Louisville Metro Youth Center</b>						
JAIBG	\$56,708	\$6,301	Jul-04	Sep-04	\$56,708	
<b>Subtotal:</b>	<b>\$56,708</b>	<b>\$6,301</b>			<b>\$56,708</b>	
<b>Louisville Metro Police</b>						
Byrne Cold Case	\$98,473	\$32,824	Apr-04	Jun-04	\$98,473	
Byrne Elder Abuse	\$328,967	\$122,856	Apr-04	Jun-04	\$328,967	
JAIBG	\$37,806	\$4,234	Jul-04	Sep-04	\$42,040	
Law Enforcement Terrorism Prevention Program	\$1,009,479		Jul-04	Oct-04	\$1,009,479	
VAWA Grant to Encourage Arrest	\$750,000		Dec-04			X
State VAWA	\$141,310	\$47,388	Sep-04			X
<b>Subtotal:</b>	<b>\$2,366,035</b>	<b>\$207,302</b>			<b>\$1,478,959</b>	
<b>Jefferson County Sheriff's Office</b>						
VAWA-Intake Deputy	\$31,285	\$16,164	Sep-04			X
<b>Subtotal:</b>	<b>\$31,285</b>	<b>\$16,164</b>				
<b>Louisville Metro Fire &amp; Rescue</b>						
* Fire Administration	\$106,400	\$45,600	Apr-04		Not Awarded	
<b>Subtotal:</b>	<b>\$106,400</b>	<b>\$45,600</b>				
<b>Criminal Justice Commission</b>						
Project Safe Neighborhoods Task Force	\$312,417		May-04	Jul-04	\$312,417	
DJJ Disproportionate Minority Confinement	\$28,600		May-04	Jul-04	\$28,600	
Justice Reinvestment	\$50,000		May-04	Oct-04	\$50,000	
Field Release	\$32,000		May-04	Nov-04	\$32,000	
Critical Infrastructure Protection Funds	\$3,000,000		Oct-03	Jan-04	\$3,000,000	
Urban Area Security Initiative	\$8,934,634		Oct-03	Sep-04	\$8,934,634	
<b>Subtotal:</b>	<b>\$12,357,651</b>				<b>\$12,357,651</b>	
<b>TOTAL:</b>	<b>\$19,165,083</b>	<b>\$357,873</b>			<b>\$16,990,062</b>	

\* Also assisted in submission of applications for volunteer suburban fire departments.

## LOUISVILLE METRO CRIMINAL JUSTICE COMMISSION

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### ***Our Mission***

*To improve the  
administration of justice  
through planning, research,  
and system-wide  
coordination of criminal  
justice initiatives.*



### **2005 Board Meeting Schedule**

February 17<sup>th</sup>  
March 17<sup>th</sup>  
May 19<sup>th</sup>  
June 16<sup>th</sup>  
September 15<sup>th</sup>  
October 20<sup>th</sup>  
November 17<sup>th</sup>

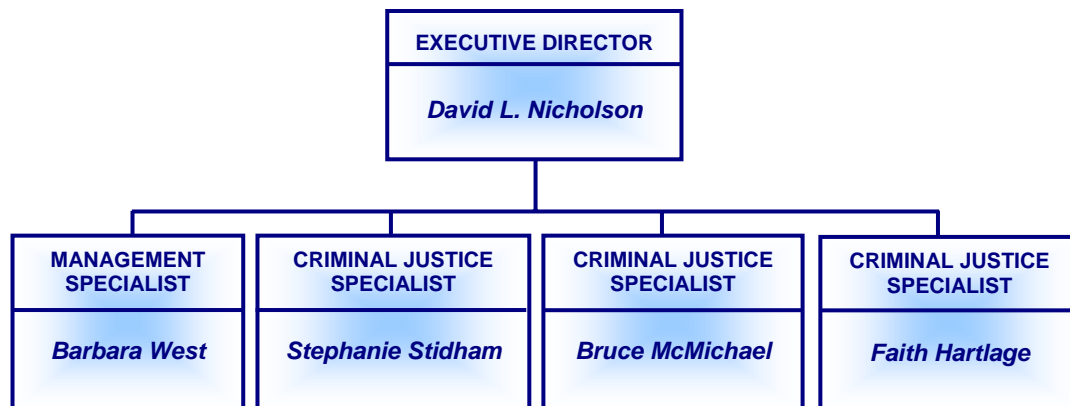
*All Meetings are 2:00 p.m.  
David L. Armstrong  
Crown Room  
Judicial Center, 6<sup>th</sup> Floor  
700 W. Jefferson Street*

## ***2004 Criminal Justice Commission Board Presentations***

In its effort to raise awareness regarding contemporary criminal justice issues, the following special presentations were made to the Board:

- Richard Boone, Account Executive, *Appriss (VINE and JusticeXchange)*
- Steve Pence, Lt. Governor, Commonwealth of Kentucky
- Laura Douglas, Director, External Communications, LG&E Energy Corporation
- Harry Mills, State Advocacy Director, National Alliance for the Mentally Ill (NAMI)
- Mark Miller, Commissioner, Kentucky State Police
- Sharon Brite, Coordinator, Street Sales Enforcement Project
- Lt. Col. Terri Windstead-Wilfong, Commander of Operations, Bureau 1, Louisville Metro Police Department
- Jane Burks, President, Center for Women and Families
- Lt. Mark Boehnlein, Domestic Violence Program Coordinator, Louisville Metro Police Department
- Tom Dyke, Office of the US Attorney
- Stan Mullen, Director of Security and Investigations, Jefferson County Public Schools

## **Criminal Justice Commission Organizational Chart**



*We give our thanks and appreciation to Ms. Toya Waters for her 16 years of dedication and support to the Commission. We miss her and wish her all the best.*